

# COMMISSION OF THE EUROPEAN COMMUNITIES

COM(84) 255 final

Brussels, 18 May 1984

2<sup>nd</sup> REPORT BY THE COMMISSION TO THE COUNCIL  
ON THE PROGRESS OF THE 2<sup>nd</sup> JOINT PROGRAMME FOR  
EXCHANGE OF YOUNG WORKERS

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EXCHANGE OF YOUNG WORKERS

CONTENTS

PART I	<u>INTRODUCTION</u>	Paragraph	1
PART II	<u>THE PRACTICAL ASPECTS</u>		
	Outline of the Programme	Paragraphs	2 - 4
	No. of Participants	"	5
	The Promoting Organisations	"	6
	The National Coordinators	"	7
	Short-term and long-term Exchanges"		8
	Language Training	"	9
	Geographical Distribution	"	10
	Sectoral Distribution	"	11
	Information on the Community	"	12
	Community contributions	"	13
	(Appendices)		
PART III	<u>ANALYSIS of FINANCIAL and ADMIN. STRUCTURE</u>		
	Introductory Note	"	14
	Administrative Structure of Programme	"	15 - 20
	Funding of the Programme	"	21 - 25
	The European Social Fund	"	26
	The Changing Economic Climate	"	27 - 31
	Other Exchange Initiatives	"	32 - 36

PART IV

SOCIAL SECURITY PROTECTION

The Council Decision (Arts. 5 and 7)	Paragraphs	37
Studies on the Application of Social Security Regulations	"	38 - 41
The Administrative Commission on Social Security for Migrant Workers	"	42
Workers within the meaning of Regulation 1408/71	"	43 - 45
Workers not within the meaning of Regulation 1408/71	"	46
Summary and Conclusions	"	47 - 49

PART V

THE CHALLENGES AHEAD

"	50 - 54
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PART I

## PART I

### INTRODUCTION

1. This document is the 2nd and final Progress Report on the 2nd Joint Programme for Exchange of Young Workers being submitted by the Commission to the Council in accordance with Article 11 of the Decision establishing the Programme (1).

The 1st Progress Report (2) outlined the development of the Programme from its inception in July 1979 to the end of 1981 while this present Report brings the position up to date and provides a factual and statistical analysis of the Programme with particular reference to a number of practical issues currently affecting it.

Indeed, the more far-reaching of these issues had already begun to take effect in the early stages of the Programme with the result that they formed an important integral part of the 1st Report. This present Report returns to these issues and reexamines them in the light of the totality of experience to-date while at the same time posing a number of possible options as to how the Commission could give effect to changes necessary for the future development of the Programme.

The Report concludes with a brief look at the challenges which lie ahead in the field of exchanges.

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(1) (79/642/EEC - O.J. N° L 185 of 21.7.79)

(2) COM(82) 376 FINAL (adopted by the Council on 10th December 1982)

PART II

## PART II

### THE PRACTICAL ASPECTS

#### Outline of the Programme

2. The decentralised administration of the Programme, referred to at length in the 1st Report, was maintained with the Commission, at the centre, entrusting the practical organisation of exchanges to independent bodies (Promoting Organisations) while, at the same time, consulting the appropriate Government Representatives (National Coordinators) on all matters of importance concerning the application of the Council Decision.

The relationship between the Commission and the Promoting Organisations continued to be governed by the "convention" system (1) which, in effect, was a charter outlining the nature, quality and implementation of exchanges deemed acceptable by the Commission.

For its part, the Commission's role continued as one in which it set the level of funding, approved exchange proposals submitted to it and devised the operating guidelines in accordance with the provisions of the Council Decision.

3. In concise terms, therefore, this represented the basic administrative structure under which the Programme operated throughout the past 5 years. The practical results achieved under that structure are outlined below, following brief reference to Article 2 of the Decision, under which the eligibility criteria for participation are laid down, and to the level of funding allocated to the Programme.

4. To summarise the provisions of Article 2, therefore, the Programme is targetted on young people who are nationals of a Member State, aged between 18 and 28 years, who have received either basic vocational training and/or practical work experience and have entered working life before the age of 20. As such, it is intended to offer exchange

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(1) Ref. Art. 3 par. 2 of the Council Decision of 16/7/79

opportunities to as broad a category of young persons as possible while, at the same time, respecting the necessity for an appropriate level of practical work experience.

Given this objective, the results outlined hereunder could be considered as relatively modest. However, when viewed in the context of the budget allocations which have been made available to the Programme over the past 5 years (see Part II, appendix 1), it is the Commission's view that they represent, not only a considerable achievement, but the framework in which to develop a more ambitious programme for the remainder of the 1980's.



#### Number of Participants

5. Commencing in mid 1979, the Programme maintained a consistently steady growth in the numbers participating and, from a modest beginning of 256 in that year, rose to 1205 in 1983 (see Part II, appendix 2). This figure is expected to rise to approximately 1300 in 1984 which will, in effect, set the "starting point" for the next phase in the Programme's evolution.

Viewed in the overall context of the past 5 years, the Programme was responsible for the implementation of just under 4000 exchanges (see Part II, appendix 4). This represents an important breakthrough since the termination of the 1st Programme (1) and confirms the potential for further development offered by the structures established under Article 3 of the Decision.

The Commission's task will now be to develop those structures still further in an effort to increase more rapidly the level of participation in the Programme over the forthcoming years.

#### The Promoting Organisations

6. Being entrusted with the responsibility of organising and implementing the exchanges, the Promoting Organisations represented the most important element in the structural framework established by the Commission under the provisions of Article 3.

Confronted at an early stage with the effects of the economic recession, their task was not an easy one. Nevertheless, despite the difficult climate in which they had to operate, they were directly instrumental in achieving the level of exchanges referred to under Paragraph 5 above. Indeed, were it not for the limited budgetary allocations made available to the Programme (see Part II, appendix 1), it was clear that this level could have been significantly improved upon without any diminution in the quality of the exchanges.

Having established effective exchange organisations in 8 of the Member States, the Commission was concerned to ensure that the network was extended to include the countries with which an established base did not as yet exist.

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(1) 1st Programme ran from 1964 to 1979 during which some 1500 exchanges were realised, mainly in the Agricultural Sector.

Accordingly, a convention was concluded in June 1983 with the Danish Youth Council (DUF) while preliminary discussions were successfully completed with a potential Promoter for the establishment of an effective exchange base in Greece.

Earlier, towards the end of 1982, the exchange activities of a peripheral-based Promoter, the Conférence Régions Périphériques Maritime in Scotland, were successfully transferred to AnCO, the Industrial Training Authority in Ireland, in view of the former's inability, for internal structural reasons, to renew its convention with the Commission.

By the end of 1983, therefore, the Commission had concluded conventions with some 13 Promoters, with a further 2, the C.E.A.S.M. and the C.H.C.E.E., "sub-conventioned" under existing Promoters. This position is referred to in more detail under Part III in the context of an analysis of the present administrative structure of the Programme (a complete list of the Promoters is attached in Part II, appendix 7, while a general outline of their characteristics and activities is given in Part II, appendix 8).

#### The National Coordinators

7. Turning to the crucial role of the National Coordinators, the Commission was concerned to ensure that their participation was optimised in the run-up period leading to the introduction of a new Programme.

Accordingly, joint meetings were held with the Promoters in 1982 and 1983 in a concerted effort to derive the maximum benefit from their valuable experience in this field. While the actual implementation of exchanges was the responsibility of the Promoters themselves, the National Coordinators were asked to consider the direction in which the Programme should develop paying particular attention to any measures that could be taken to obtain sources of funding outside the existing Community contribution.

In subsequently formulating its proposals for the future development of the Programme, the Commission is of the view that the opinions expressed by the National coordinators were of considerable importance not least in emphasising the difficulties for the Member States of undertaking a major exchange initiative in the present social and economic climate.

However, given the fact that Article 50 of the Treaty places the responsibility for such an initiative with the Member States themselves, it is clear that the future role of the National Coordinators will become increasingly important in the efforts needed to bring about a greater participation in the Programme at Government level.

Indeed, within the provisions of Article 9 of the Council Decision, the Commission is already examining ways in which it can strengthen the existing machinery through which the representatives of the Governments of the Member States are consulted on all matters of importance concerning both the application of the Decision and the future lines on which the Programme should be developed (for a full list of the present National Coordinators, please refer to Part II, appendix 9).

#### Short-term and Long-term Exchanges

8. As specified under Articles 4 and 6 of the Council Decision, the exchanges which took place were divided into short-term and long-term programmes, each having its own particular objectives within the overall guidelines set out in Article 1 of the Decision. Short-term programmes, of 3 weeks to 3 months duration, took the form of very intensive well-structured visits in which many aspects of living and working in the host country were covered in a very limited period of time. On the other hand, long-term programmes, of 4 to 16 months duration, included a lengthy period of work experience abroad preceded by an intensive language training course, normally of 2 months duration. Although in differing ways, both types of exchange represented an important complement to the young person's qualifications and personal development and it was the Commission's view, therefore, that undue emphasis should not be given to either.

Nevertheless, by the end of 1982, it was noted that long-term exchanges were absorbing approximately 72% of the available budget in view of their significantly higher cost per participant.

It was clear therefore that some measures were necessary to reverse this trend given the importance of cost effectiveness in a programme with such limited resources.

Accordingly, steps were taken to restore the equilibrium between the two types of exchanges and, as indicated in Part II, appendix 1, this had already begun to take effect by the end of 1983 with the percentage distribution for long-term exchanges being reduced to 60 %.

It was at this stage also that the Commission began to look at ways in which a "medium term" exchange might be developed which would attempt to achieve a balance between the objectives of long and short-term programmes and, while the position is still under consideration, it is possible that future policy concerning programme content will incorporate guidelines for the implementation of such exchanges.

Given that a system of Training Leave within the Member States is still at a very early stage of development, with the consequent reluctance of employers to release their employees for long periods abroad, the Commission is of the view that there is now a necessity to tailor an increasing number of exchanges to meet specific sectoral needs. This is in fact already happening in some sectors where a growing number of employers are willing to release their employees to participate in exchange programmes which offer an opportunity of acquiring practical experience abroad consistent with the needs of the sector.

The Commission will, of course, continue to promote the types of exchange carried out over the past 5 years and it is felt unnecessary therefore, given the type of structure envisaged in the foreseeable future, to seek a modification of Articles 4 or 6 of the present Decision. Increasing emphasis will, however, be given to programme content and design as part of a strategy of developing exchanges to adapt more easily to the changes likely to present themselves over the remainder of the 1980's (for further comparative statistics between long and short term exchanges, please refer to Part II, appendix 3).

#### Language Training

9. Forming as it does an introduction to the long-term exchanges, the Commission is of the view that the Language Training period represented an essential element in the trainee's programme preparation in that it afforded him the opportunity of acquiring the necessary language skills in addition to providing him with an introduction to life in the host country. Indeed, from a recent assessment of the effectiveness of language training over the past 5 years, the results have shown that most trainees had reached a level of language proficiency which allowed them to integrate positively at an early stage in their work placements. This, in

effect, is evidence of the professional language teaching methods which have been employed by the Promoters, either directly or through external experts.

The assessment also revealed, however, a growing need to give added impetus to the promotion of new technology language, fast effective training methods, lesser-used Community languages and, above all, to facilitate language training, where appropriate, in exchanges of short duration.

There would appear, therefore, to be a growing case in favour of amending the existing provisions of Article 8 of the Decision in order to afford the Commission the necessary flexibility to develop a coherent language training policy over the next 5 years.

#### Geographical Distribution

10. A certain imbalance in the geographical distribution of trainees was evident throughout the duration of the Programme which manifested itself in an over-concentration of Member State participation at the centre of the Community.

The Commission, therefore, took a number of corrective measures to redress this imbalance, the results of which had begun to take effect in the latter stages of the Programme (see Part II, appendix 4).

Nevertheless, it was clear that a number of factors, e.g., more developed exchange structures, the desire to acquire knowledge of a widely-used Community language, ease of access etc., contributed to the continuation of this trend. The Commission is, accordingly, examining what options are available to it to further strengthen the participation of the peripheral regions and this will form an important element in any restructuring measures being considered.

Notwithstanding these imbalances, there was a marked consistency on the part of all the Member States in maintaining an equilibrium between those participants who were received on exchange programmes and those who were sent abroad. This, in effect,

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served to highlight the true "spirit" of the Programme, which was that exchanges be undertaken on a reciprocal basis where feasible (see Part II, appendix 5).

#### Sectoral Distribution

11. On the sectoral distribution of exchanges carried out over the past 5 years, there was a tendency to over-concentrate activity in the Primary Sector during the initial stages, which was, however, consistently reduced over the latter stages of the Programme. On the other hand, there was a particularly low involvement of exchanges in the Secondary sector, a trend which was likewise reversed with the positive response in 1983 by a number of Promoters to an earlier Commission initiative. In the Tertiary sector, a consistently high level of exchanges was maintained throughout the duration of the Programme.

While the present sectoral distribution (see Part II, appendix 6) represents a balanced approach to the problem of ensuring that there is no over-concentration of exchanges in any particular sector, it is probable that this will have to be modified somewhat in the light of the prevailing economic and social climate. This will entail not only a reexamination of the areas of activity in which the Programme should be operating but will also be accompanied by a clear strategy outlining the Commission's objectives in relation to exchanges of an "innovative" rather than of a "traditional" nature.

#### Information on the Community

12. As the promotion of information on the Community's objectives and how it functions forms an important integral element in the Programme, the Commission was concerned to ensure that adequate attention was given to this particular aspect of the exchanges which took place. Accordingly, Promoters were furnished with detailed information, including audio-visual data, on a wide range of issues affecting the Community in an effort to strengthen the input given to participants. In addition, they were encouraged to utilise the facilities of the EEC Information Offices, engage the services of a European expert for appropriate talks on the Community and indeed use whatever means were at their disposal

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to give the Programme a European flavour. For its own part, the Commission made available the necessary facilities, together with appropriate personnel, for groups of young workers who assembled in Brussels from time to time.

While significant progress has been made in improving programme content, the Commission is currently looking at ways in which a more formal approach to this matter could be devised which would clearly identify the Programme in the context of a present-day Europe searching for a renewed spirit of unity.

#### Community Contributions

13. Since the introduction of the 1st Report, covering the period 1979 to 1981, the Community contributions under the provisions of Article 8 of the Decision have been revised upwards, details of which are given in Part II, appendix 3.

Concerning the supplementary funding referred to therein, this represented a measure which the Commission introduced in 1982 (for implementation in 1983) as a mechanism for promoting the development of more innovative exchanges, the implementation of which was likely to necessitate additional expenditure on the part of the Promoters.

These types of exchanges are referred to later in Part III of the Report.

PART II  
(Appendices)



Evolution of Budget Allocations 1979 to 1983

<u>Year</u>	<u>ECUS</u>	<u>Annual percentage increases</u>
1979 (6 months)	650.000	-
1980	1.300.000	Comparative Base
1981	1.558.000	19,8 %
1982	1.700.000	9,1 %
1983	2.000.000	17,6 %

(Since 1981, available budget allocations have been utilised in full.  
The 1984 budget allocation is 2.250.000 ECU.)

Utilisation of Budget Allocations, No. of Trainees and cost per Trainee - overall position (1979 to 1983) with division between long- and short-term Exchanges:

Overall Position:

	1979	1980	1981	1982	1983
Number of Trainees	256	484	985	1.047	1.205
Utilisation of Budget (ECU)	348.232	804.199	1.558.000	1.800.000	2.000.000
Cost per Trainee (ECU)	1.360	1.662	1.581	1.719	1.660

Exchanges of long duration:

	1979	1980	1981	1982	1983
Number of Trainees	105	289	505	498	448
Utilisation of Budget (ECU)	248.257	650.884	1.191.995	1.288.434	1.205.510
Cost per Trainee (ECU)	2.364	2.252	2.360	2.587	2.690

Exchanges of short duration:

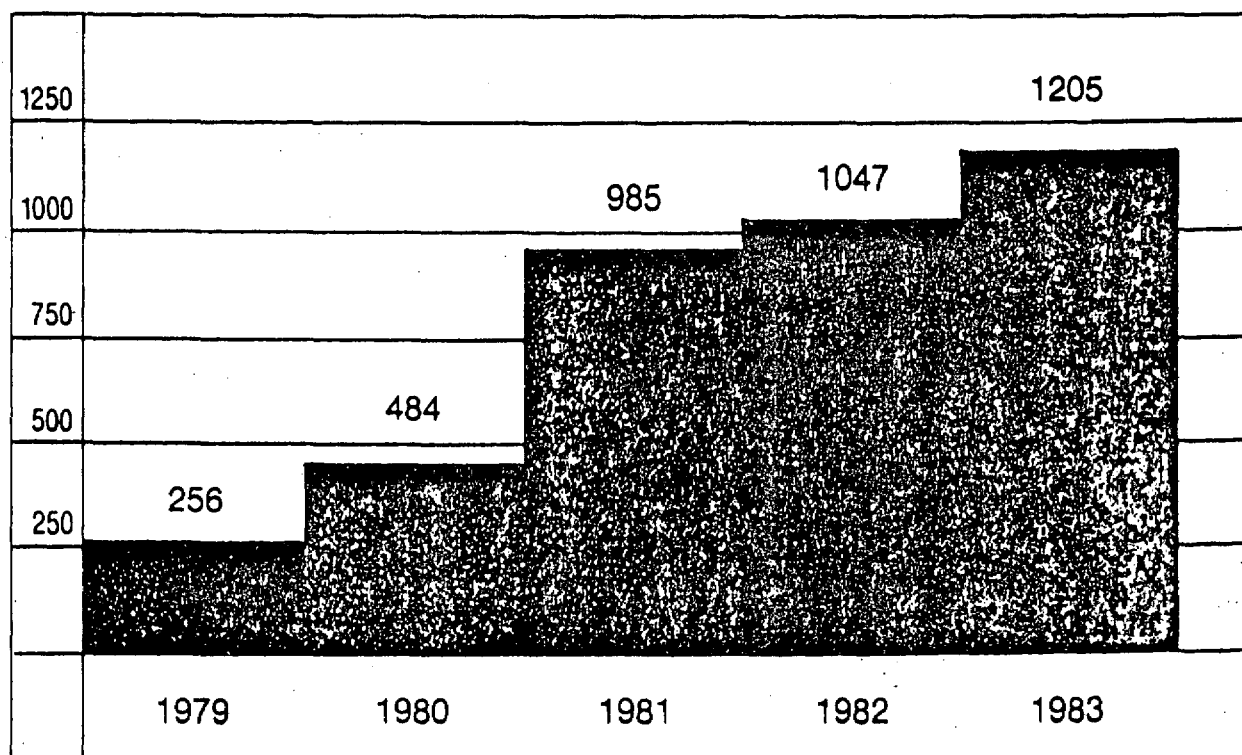
	1979	1980	1981	1982	1983
Number of Trainees	151	195	480	549	757
Utilisation of Budget (ECU)	99.975	153.315	366.005	511.566	794.490
Cost per Trainee (ECU)	662	786	763	932	1.050

Participation of Trainees, 1979 to 1983

<u>Year</u>	<u>No. of Trainees</u>
1979 (6 months):	256
1980	: 484
1981	: 985
1982	: 1.047
1983	: 1.205

The participation of female trainees over the period 1979 to 1983 is estimated at 40 %.

Evolution of Trainee Participation, 1979 to 1983



Total Number of Trainee Weeks and  
average cost per trainee per week, 1979 to 1983

No. of Trainee Weeks	1979	1980	1981	1982	1983
- overall	3.329	9.210	17.298	19.504	19.787
- short-term exchanges	937	1.109	2.342	2.686	3.782
- long-term exchanges	2.392	8.101	14.956	16.818	16.005
Average cost per trainee per week (ECUs)					
- overall	105	87	91	92	101
- short-term exchanges	107	138	159	190	210
- long-term exchanges	104	80	80	77	75

Present Level of Community Funding  
under Article 8 of the Council Decision

Since the introduction of the 1st Report covering the period 1979 to 1981, the Community contribution has been revised as follows: -

Short-term Exchanges

- a flat-rate contribution per trainee per week of 160 ECU (this is increased to 190 ECU for innovative exchanges)
- 75 % of return travel costs

Long-term Exchanges

- a flat-rate contribution per trainee per week of 110 ECU during the period of language training
- a flat-rate contribution per trainee per week of 90 ECU (this is increased to 110 ECU for innovative exchanges).
- 75 % of return travel costs

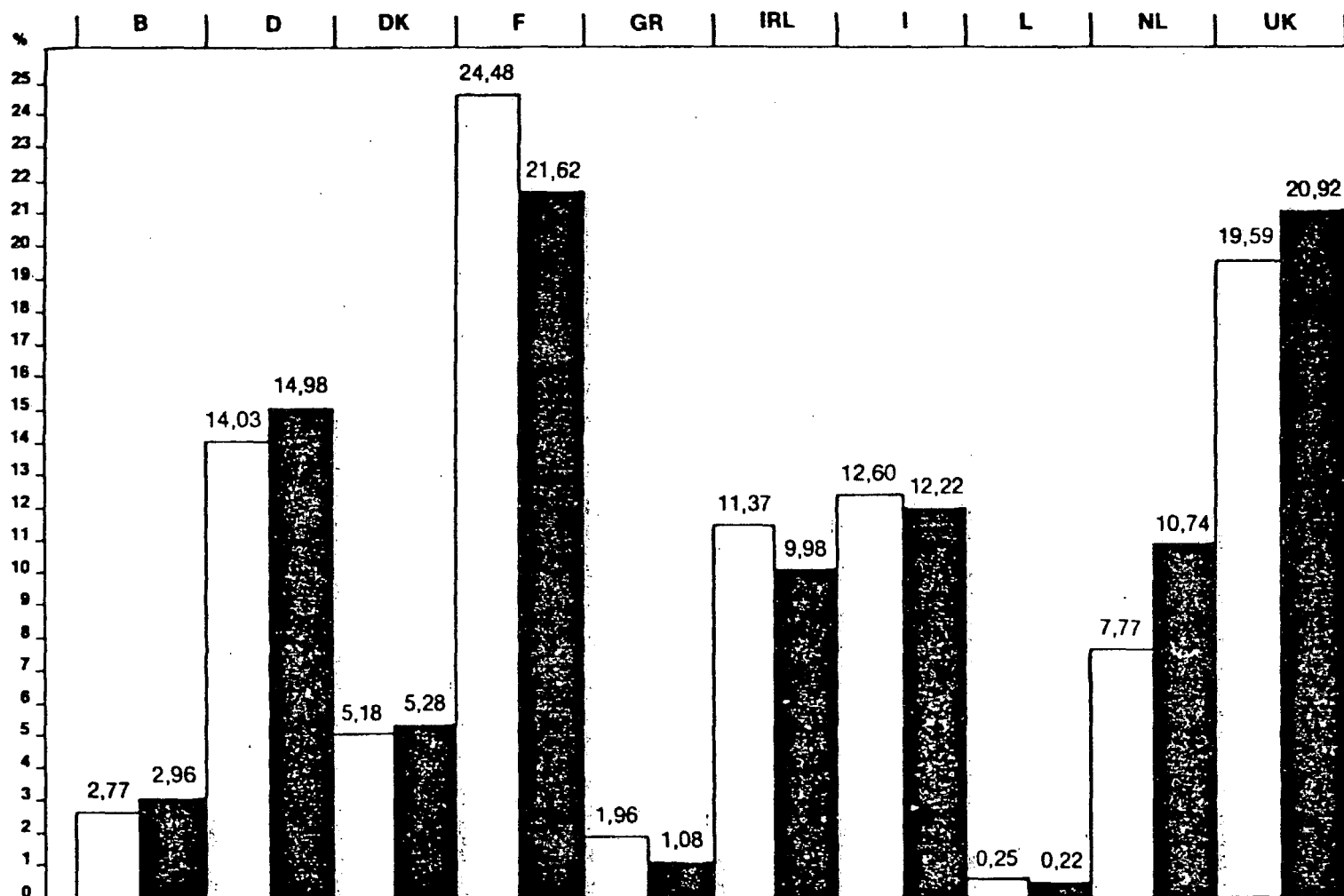
No. of Trainees by Country of Origin and Host Country, 1979 to 1983

Country	Country of Origin						
	79	80	81	82	83	Total	%
B	17	7	15	21	50	110	2,77
D	20	83	159	148	148	558	14,03
DK	3	21	66	51	65	206	5,18
F	60	160	234	253	267	974	24,48
GR	--	--	24	11	43	78	1,96
IRL	33	62	64	136	157	452	11,37
I	38	82	126	129	126	501	12,60
L	--	--	3	2	5	10	0,25
N	10	13	57	117	112	309	7,77
UK	75	56	237	179	232	779	19,59
Total	256	484	985	1.047	1.205	3.977	100

Hosting Country						
79	80	81	82	83	Total	%
41	7	31	16	23	118	2,96
55	80	182	149	129	595	14,98
5	37	35	58	75	210	5,28
41	125	199	236	259	860	21,62
--	--	5	1	37	43	1,08
16	47	69	117	148	397	9,98
21	65	121	123	156	486	12,22
--	--	--	4	5	9	0,22
69	55	93	97	113	427	10,74
8	68	250	246	260	832	20,92
256	484	985	1.047	1.205	3.977	100

Overall Comparative Percentage Distribution of Trainees by Country of Origin  
and Hosting Country (1979 - 1983)

PART II, APPENDIX 5.



participation of trainees by country of origin

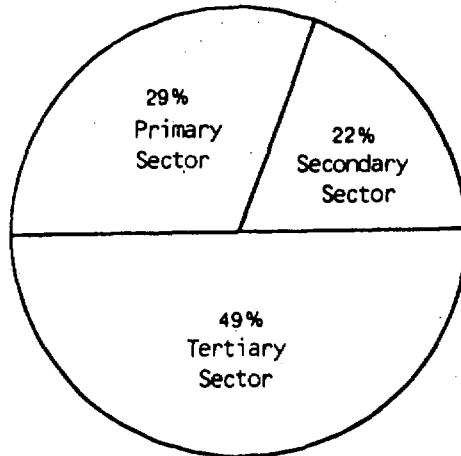


participation of trainees by hosting country

Sectoral Distribution by Trainee Weeks 1979 - 1983

Year	Primary Sector	Secondary Sector	Tertiary Sector	Totals
1979	1.504 (45%)	643 (35%)	1.182 (20%)	3.329 (100%)
1980	3.032 (33%)	977 (11%)	5.201 (56%)	9.210 (100%)
1981	6.678 (39%)	2.495 (14%)	8.125 (47%)	17.298 (100%)
1982	4.850 (25%)	4.318 (22%)	10.336 (53%)	19.504 (100%)
1983	4.247 (21%)	6.657 (34%)	8.883 (45%)	19.787 (100%)
Totals	20.311 (29%)	15.090 (22%)	33.727 (49%)	69.128 (100%)

Overall Percentage Sectoral Distribution of Trainee Weeks, 1979 - 1983



Deuxième programme commun d'échanges de jeunes travailleurs  
Second joint programme for the exchange of young workers

ORGANISMES CONVENTIONNES - ACCREDITED ORGANISATIONS

	<u>Person to contact</u>		<u>Tel.</u>
AnCo - The Industrial Training Authority	Mr. P. O'Toole Ms B. Nolan	POBox 456 Baggot Court 27-33 Upper Baggot Str. DUBLIN 4 - Ireland	01/685777 <u>Telex</u> : 24338 KI
Carl Duisberg Gesellschaft e.V.	Mrs. Angelika Vieten	30-32 Hohenstaufenring 5000 KÖLN 1, Deutschland	221/2098225 <u>Telex</u> : 08/881 762 cedeg
Central Bureau for Educational Visits and Exchanges C.B.E.V.E.	Mr. A. Clark-Morgan Ms. Carol Bevis	Seymour Mews House Seymour Mews LONDON W1H 9PE UK	1/486.51.01 <u>Telex</u> :21368 CBEVEX
Conférence Permanente des Chambres de Commerce et d'Industrie de la CEE	M. Thanassoulis Mme Pariat	Square Ambiorix 30 1040 BRUXELLES Belgique	02/735.10.92 02/735.14.93
D.U.F. Dansk Ungdoms Fællesråd The Danish Youth Council	Mr. Peter Larsen Ms Eva Bertram	Scherfigsvej 5 2100 KØBENHAVN Ø DENMARK	(45)-1- 293883 <u>Telex</u> 16835 duf dk
Ente Nazionale ACLI Istruzione professionale ENAIPI	Mr. M. Dosio Ms M. Cena	Corso Palestro 5 10122 TORINO Italie	11/51.54.61
EUROCOOP European Community of Consumer Cooperatives	Mr. Schöne, Secrétaire général	17a, rue Archimède Boite 2 1040 BRUXELLES Belgique	02/230.14.11 02/230.15.68
European Federation for Intercultural Learning EFIL	Mr. Philip den Ouden Ms Vangansbeke	Justitiestraat 35 2000 ANTWERPEN	03/237.13.02

Groupement des Caisses d'Epargne de la CEE	M. U. Lanzke Ms Anne de Neck	92-94 Square E. Plasky Boite 1 1040 BRUXELLES Belgique	02/736.80.47
Inter-Echanges	M. C. Vitre Ms S. Sterzenbach	Rue de Valence 9 bis 75005 PARIS France	1/337.42.69 Telex: 202322
Stichting Uitwisseling en Studiereizen voor het Platteland (Stichting Bergen)	M. H. Hijink M. Elling	Duinweg 5 Postbus 97 BERGEN N.H. Nederland	2208/6144 <u>Telex:</u> 57612 SUSP NL
Zentralstelle für Ar- beitsvermittlung	M. Rönnefahrt M. Geishardt Ms Gottesleben	42-46 Feuerbachstraße 6000 FRANKFURT 1 Deutschland	611/71111 <u>Telex:</u> 0411 632



General Information pertaining to Promoting Organisations  
conventioned under Article 3 of the Council Decision

NAME OF ORGANISATION	DANISH YOUTH COUNCIL - D.U.F. -	CARL DUISBERG GESELLSCHAFT	EUROCOOP	INTER-ECHANGES
HEAD OFFICE	Copenhagen	Cologne	Brussels	Paris
YEAR OF ESTABLISHMENT	1941	1949	1957	1960
NATURE OF ORGANISATION (according to national legislation)	Youth Council	Public Association	Unincorporated Society	non-profit making Organisation
SOURCES OF FUNDING	public and private	public and private	public and private	public and private
GENERAL ACTIVITIES OTHER THAN Y.W.E.	Promoting interests of Member Organ- isations	Training programmes for specialised personnel and for exchanges	Promoting consumers' interests	- exchange of young people - seminars - language training - sightseeing trips
YEAR OF COMMENCEMENT OF ACTIVITIES IN Y.W.E.P.	1983	1980	1980	1966
SECTORS OF ACTIVITY IN Y.W.E.P.	- fish processing - energy resources - electronics industry	- trade - artisan - hotel - nursing	- wholesale and retail trade - food processing	- agriculture - public services - various sectors
OTHER POSSIBLE SECTORS OF ACTIVITY IN Y.W.E.P.				

STICHTING UITWISSELING	GROUPEMENT DES CAISSES D'EPARGNE	C.B.E.V.E.	ANCO	ENAIP
Bergen (NL)	Brussels	London	Dublin	Turin
1949	1963	1948	1967	1961
Foundation	International Association	Non-departmental Government Body	Public Authority	non-profit making Organisation
public and private	public and private	public	public and private	public
Promoting training for young people from rural areas	Promoting interests of Savings Banks and savers at Community level	teacher and youth exchanges	vocational training in commerce and industry	Training of young people aged 14-25; training and readapt- ation of adults
1981	1980	1980	1981	1979
- agriculture - retail trade - electro-technical sector	banking	- industry - commerce	- manufacture - services - industry - social sector	different sectors
- fishing - other sectors			- agriculture - fishing	not limited

E.F.I.L.	CONFERENCE PERMANENTE CHAMBRES DE COMMERCE ET INDUSTRIE DE LA CEE	ZENTRALSTELLE FÜR ARBEITS- VERMITTLUNG
Antwerp	Brussels	Frankfurt/M.
1971	1958	1956
International Organisation	International Organisation	Public Authority
public and private	private	public and private
- students' and young workers' exchanges - programmes for educators of migrant workers	Commissioning of studies; working groups in different sectors	Registration of offers and enquiries for jobs abroad; language and vocational training
1979	1981	1972
- manufacture - food processing industry - construction and heavy industries	- industry - services	- industry - commerce - artisan - services
all industrial sectors		

PART II, APPENDIX 9.

2ème PROGRAMME D'ECHANGE DE JEUNES TRAVAILLEURS  
SECOND JOINT EXCHANGE OF YOUNG WORKERS PROGRAMME

Liste des Coordinateurs nationaux

List of National Coordinators

BELGIQUE BELGIUM	DENYS, Jacques Ministère de l'Emploi et du Travail Direction de la Politique de l'Emploi 51-53 rue Belliard 1040 Bruxelles	Tel. 02/230.90.10
DANEMARK DENMARK	HERMANN, Beate (Mrs) Arbejdsdirektoratet Adelgade 13 DK-1305 København	Tel. 01/87.27.77
FRANCE	AUBIN, Claire (Mlle) Délégation à l'Emploi 55 Avenue Bosquet F-75007 Paris	Tel. 567.55.44 ext. 5920
ALLEMAGNE GERMANY	RIESS, Walter Bundesanstalt für Arbeit Regensburger Str. 104 D-8500 Nürnberg	Tel. 0611/7.11.11
GRÈCE GREECE	VIOS, Stelios Junior Ministry of Youth 25, Panepistimiou-Street Athens	Tel. 323.09.31 ext. 436
IRLANDE IRELAND	FITZPATRICK, Brian Ministry of Labour Mespil Road Dublin 4	Tel. 76.58.61

ITALIE ITALY	ANTONUCCI, Giancarlo (Dr.) Ministero del Lavoro e della Previdenza sociale Direzione generale del Collocamento della Manodopera Div. IV Via Pastrengo 22 I- Roma	Tel. 4683
LUXEMBOURG	BICHELER, Claude Administration de l'Emploi 34 Avenue de la Porte Neuve L- Luxembourg	Tel. 267.93
PAYS-BAS NETHERLANDS	VAN BAAL, J. (Mr) Directoraat-Generaal voor Arbeidsvoorziening Ministerie van Sociale Zaken Volmerlaan 1 NL - Rijswijk	Tel. 70/99.31.77
ROYAUME-UNI UNITED KINGDOM	MALE, A.H. (Mr) Central Bureau for Educational Visits and Exchanges Seymour Mews House Seymour Mews GB- LONDON W1H 9PE	Tel. 01/486 51 01

PART III

PART III

ANALYSIS of FINANCIAL and  
ADMINISTRATIVE STRUCTURE

Introductory Note

14. While part II of the Report gave a descriptive analysis of the practical aspects of the Programme over the past 5 years, the purpose of this section is to examine some of the more important issues currently affecting it and to look at a number of possible options available to the Commission concerning its future development.

Administrative Structure of the Programme

15. Given the fact that all exchanges under the 2nd Joint Programme were undertaken through the aegis of the Promoting Organisations (or, in a small number of cases, through "sub-conventioned" organisations), the Convention was seen as an important "management tool" from the Commission's viewpoint in that it allowed it to exercise a measure of control over a small number of organisations obliged to satisfy the strict criteria laid down in it. Moreover, such a small number of organisations (in principle, one in each Member State) facilitated the Commission in developing a series of "operating guidelines" designed to give effect to the provisions of the Council Decision.

16. It was within this structural framework therefore that the Commission, through a series of such guidelines issued in 1982, gave new impetus to the necessity for promoters to move away to some extent from the "traditional" types of exchanges and take new initiatives towards the development of more "innovative" exchanges be they in sectors hitherto unrepresented, in areas most affected by the development of the so-called new information technologies or in new concepts of work methodology.

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17. While the growth in the level of exchanges has been steady since the 1982 initiative, the Commission has been somewhat concerned with the response of the Promoters, many of whom found it difficult to adapt their activities to the changes required. Viewed in conjunction with an impending communication from the Commission, which will outline a number of new measures in the field of youth exchanges in general, it became increasingly evident that the Commission required a greater degree of "flexibility" in the administration of the Young Workers Exchange Programme, not only to develop it in line with this initiative, but to promote a greater degree of innovation on the part of the Promoters supported by a wider involvement of the Commission itself in the initiation of new exchange outlets.

18. The formulation of a strategic Community policy on vocational training, including the new information technologies, during the 1980's make it essential that the Commission has the necessary flexibility to develop a Youth Exchange Policy which would form an integral part of these developments. The Young Workers Exchange Programme, given appropriate structural and administrative changes, must play an important role in this process over the next 5 years.

19. Taking the Programme in an administrative context, the Commission views the position as follows: firstly, the wealth of experience in the field of exchanges which the Promoters now enjoy should continue to be utilised with a view to strengthening and improving the existing network of exchanges over the next 5 years; secondly, given that wealth of experience, there would now appear to be little need to continue the usage of the "convention" system provided under Art. 3, para. 2 since the purpose for which it was originally established, i.e. to safeguard the quality of exchanges undertaken, is no longer at issue given the experience to date; thirdly, in the light of the difficulties likely to be faced by the Commission in meeting specific needs in the field of exchanges over the next 5 years, there would now appear to be strong grounds in favour of a modification of the existing structure, whereby the Commission would have the flexibility to "intervene", as appropriate, in circumstances where a realisable potential existed for the fostering of exchanges which were

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complementary to the existing network organised through the Promoters. In such interventions, many types of situations are envisaged by the Commission ranging from special exchanges of particular value to the development of "external" exchange coordinating agencies operating in various sectors of activity. Any such intervention could not, of course, be easily geared to the present "convention" arrangement nor indeed would it be feasible to continuously seek the "opinion of the Member States" as presently required under Article 3, paragraph 1 of the Decision. Accordingly, it would be incumbent on the Commission to satisfy itself as to the merits of each intervention proposed.

20. The administrative climate, therefore, under which the Programme might be developed over the next 5 years is one in which the structures already established would continue to be strengthened with the Commission at the same time having the flexibility to intervene as outlined in paragraph 19 above. In neither case would recourse to the "convention" principle be necessary, each individual project being governed by the comprehensive contract, or a modification thereof, in use since the inception of the Programme.

#### Funding of the Programme

21. Notwithstanding the fact that the limited budgetary facilities available in the initial period of the programme were not fully utilised (see part II, appendix 1), there were signs at the beginning of 1981 that this situation was changing somewhat as a result of the ever-increasing organisational efficiency of the Promoters involved. Indeed, by the latter stages of 1981, it was manifestly obvious that the Commission would have no option but to forego funding on a number of important projects in view of the lack of available funding. This proved in fact to be a turning point in the evolution of the Programme which since then has been beset by an acute shortage of funding. The point is well illustrated in the estimates for 1984 which show the total cost of the projects proposed by the Promoters as reaching 3 times the level of funding available to the Commission.

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22. This situation prompted the Commission to give renewed consideration to exploring all possible sources, governmental, regional and local, which might offer complementary funding to the already overstretched Community allocations. Accordingly, at the joint meetings of Promoters and Government representatives responsible for the Programme (National Coordinators) in 1982 and 1983, the Commission raised these issues in an attempt to elicit a positive response from all concerned.

23. Given the fact that a significant breakthrough in the funding arrangements under which the Programme operates will not likely take place until Member State Governments themselves intervene financially, the developments to-date could be viewed as somewhat less than encouraging. The National Coordinators, in acting as the focal point within the relevant Ministries, expressed the view that Member State Governments were reluctant to take a major funding initiative at this point in time given the prevailing social and economic climate. Nevertheless, some successes have already been recorded at Government level (Ref. Denmark and Ireland) and, while limited in nature, may later act as a "springboard" to more concerted action at Government level.

At the regional and local level the breakthroughs have been more pronounced with a number of Promoters now actively pursuing sources of funding with a view to complementing their allocations from the Community.

Progress, albeit slow, was also made on the employer front which in the final analysis will provide the key to the ultimate success of the programme. This point is further developed below.

24. Viewing the overall funding situation as it exists at present, it seems clear that the Community budget will continue to provide an important funding source for the Programme in the foreseeable future.

However, given the increasing success of Promoters in securing alternative sources of funding, allied to the need to develop a more broadly-based system of exchanges, there would appear to be a growing argument in favour of more flexibility in the Commission's funding arrangements which would allow it the facility to tailor its interventions more appropriately to the circumstances of the Programme, however they may evolve.

25. A number of options are presently under review which would give the Commission a greater degree of flexibility in its funding interventions.

Among the more important is a revision of the present Article 8 provisions for the funding of travel costs which would take account of the growing ease of access to Member States at the centre of the Community while, at the same time, acknowledging the special difficulties which this poses for the peripheral regions. In effect, the Commission is looking at ways in which the granting of the Community contribution towards the travel cost of the return journey between two Member States could be directly related to the distance involved.

For the interventions referred to under paragraph 19 above, the payment of appropriate "subventions", outside the existing flat-rate weekly contribution provided under Article 8, is another important option presently under consideration.

#### The European Social Fund

26. Being the most important financial instrument of the Community in the field of vocational training, the recent review of the European Social Fund (1) is of particular relevance to the future development of the Young Workers Exchange Programme as a result of an increasing level of its appropriations (2) being directed specifically towards young people.

In giving new priority to the employment difficulties presently affecting young people, the Fund reflects the growing concern which has been expressed at all levels throughout the Community about their particular disadvantage at a time of recession and high unemployment.

Indeed, such has been the effects of the recession, that it has already made a significant impact on the Young Worker Exchange Programme

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(1) Council Decision 83/516/EEC of 17th October 1983 (O.J. N° L 289 of 22nd October 1983).

(2) The proportion of the Fund's annual budget allocated to young people may not be less than 75 % in any one year.

itself to the extent that changes in the Decision (Ref. paragraph 31 below) may be required to facilitate the inclusion of those young persons who are unable to secure employment or who have suffered the loss of their job.

Accordingly, the Commission considers the review of the European Social Fund as being of considerable importance in the framework of the exchange of young workers in view of the fact that, without these priorities now being given to young people, it is likely that the difficulties presently affecting the Programme would worsen considerably over the coming years.

Charged with bettering the employment prospects for young people, it is anticipated that, in due course, the revised Fund will have the effect, by improving labour market conditions, of facilitating the Young Workers Exchange Programme in the realisation of its objective of providing exchange opportunities for young persons already in positions of employment.

Nevertheless, while the interaction between the Fund and the Young Workers Exchange Programme is of considerable importance, it is clear that the objectives for which they were established are entirely separate. In principle, the task of the Fund is to facilitate the promotion of employment through the provision of financial aid for programmes of vocational training while it is the objective of the Young Worker Exchange Programme to intervene at a stage subsequent to the completion of any such training by offering young persons with practical work experience the opportunity of developing their qualifications through participation in a programme carried out in a Member State other than the one in which they reside.

The Commission will continue, therefore, to emphasise the special nature of the objectives set out in the Council Decision establishing the 2nd Joint Programme, the realisation of which will, however, be influenced considerably by the impact of the provisions in the revised Fund concerning greater financial assistance for the promotion of employment opportunities among young people.

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### The Changing Economic Climate

27. As already stated above, the Programme is directed at young people who are nationals of a Member State, aged between 18 and 28 years, who have received either basic vocational training and/or practical work experience and have entered working life before the age of 20.

28. In preparing its proposals for the 2nd Joint Programme, the Commission was particularly concerned to offer exchange facilities to those young workers for whom such an opportunity was unlikely to arise in the normal course of their employment.

Accordingly, a policy was adopted from the outset the principal aim of which was to ensure the fulfillment of this objective.

However, given the worsening effects of the economic recession, particularly in relation to young people, it became increasingly difficult to justify a policy which was directed solely at those already in employment at a time when unemployment was becoming rampant among the young workers of the Community and, in addition, was creating a situation in which many young people leaving the education system or vocational training were unable to secure employment.

29. It was clear, therefore, that some shift of emphasis was needed in Commission policy as it related to the changing situation on the labour market.

However, in view of the fact that the existing provisions of Article 2 of the Decision did not extend to young people who had either become unemployed or were seeking employment for the first time on the labour market, the Commission was not in a position to take remedial action through a formal revision of its policy.

30. Confronted with this dilemma, which manifested itself midway through the Programme, the Commission had little option but to uphold the provisions of the existing Decision pending a review of the criteria for participation laid down in Articles 1 and 2.

31. Given the likelihood that the effects of the recession will continue to be felt by young people for some time to come, the Commission is of the view that the Programme can no longer be directed specifically at those in an employment situation but must be extended to include the categories of persons referred to in paragraph 29 above.

To this end, the Commission would propose that a specific provision be included under Articles 1 and 2 of the Decision whereby young persons making themselves available for employment would be deemed eligible for inclusion in the Programme.

Furthermore, to provide the necessary measures for the inclusion of first-time job seekers, it is also proposed to delete the provision in Article 2 concerning entry into "working life before the age of 20".

#### Other Exchange Initiatives

32. The organisation at Community level of exchange activities, as distinct from the promotion of the freedom of movement of workers, is referred to in the Treaty but is restricted to the Article establishing the Exchange of Young Workers Programme. Accordingly, given the relatively modest development of this Programme over the past 20 years together with the fact that it is confined to a specific category of young people, there has been growing pressure for some form of complementary action at Community level in the field of Youth Exchange in general. The Commission had already begun, therefore, to examine ways in which such action might be taken and, while not the subject of this report, is referred to hereunder in the context of how it might relate to the Young Workers Programme.

33. At the same time, the European Parliament was taking a growing interest in the possibilities of exchanging young people at all levels within the community which eventually resulted in the passing of a number of important resolutions in the exchange field the most notable of which was the Bocklet Resolution of 7th June 1983 (1).

34. While this represented a far-reaching call for action in the field of exchanges in general, it was nonetheless significant that reference was made, within the Resolution itself (2), to the Young Workers Exchange Programme. Indeed, it was quite specific as to the direction the Programme should take in the future stating that it be "considerably improved, extended and consolidated as an independent sector".

35. With similar views being expressed by the Promoters themselves, the National Coordinators, the European Trade Union and Employer

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(1) O.J. N° C 184 of 11.7.83

(2) paragraph 1.(b)

Representatives and most recently by the Youth Forum (1), the Commission's intention to develop the Young Workers Exchange Programme in the foreseeable future as a separate action programme from the general youth exchange initiatives currently under consideration will be fully endorsed.

Indeed, there is little doubt that the basis giving rise to these views is rooted in the experience of the past 5 years which has clearly illustrated the need for a well-structured network in which to foster the development of exchanges at a Community level.

Given the fact that the nucleus of such a structure has, to a large extent, already been established under the 2nd Joint Programme, the Commission will now take whatever steps are necessary to ensure that the new initiatives contained in its communication on "youth exchanges in general" will have the effect of complementing rather than hindering or confusing the Programme's future development. In effect, the Commission will be examining ways in which the Programme, while maintaining its autonomy, can play a positive part, not only in the development of a Youth Exchange Policy, but in the implementation of the initiatives contained in the communication.

Cost effectiveness will also, of course, be a key factor and the Commission will ensure, therefore, that there is no duplication of resources given the current limitations on overall Community allocations in this field.

36. With such a process of development over the next 5 years, there is every reason to believe that an overall structure could thereafter be developed which would afford the Community the opportunity of launching a major initiative in this field. For the Young Workers Exchange Programme therefore, the remainder of the 1980's will prove an even greater challenge than the difficulties which have been overcome in the past.

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(1) The Future EC Exchange Programme of Young Workers  
(28th October 1983).



#### PART IV

PART IV

SOCIAL SECURITY PROTECTION

The Council Decision - Articles 5 and 7

37. The provisions concerning the freedom of movement of workers (1) had an important bearing on the development of the Young Workers Exchange Programme, which was established pursuant to Article 50 of the Treaty.

Thus, the Council Decision establishing the 2nd Joint Programme specified under Article 5 that :

"young workers participating in training periods of long duration shall benefit, within the framework of existing legislation, from a system as favourable as that introduced under the Treaty to bring about freedom of movement for workers who are nationals of Member States".

Also within the framework of existing legislation, and by way of complementing the provisions of Article 5, Member States reached agreement under Article 7 to the effect that they would -

"lend their support to the implementation of exchanges, particularly as regards Social Protection".

In concise terms, therefore, this represented the basis on which, given the nature of the commitments entered into by the Member States concerned, it was envisaged that existing "barriers" confronting young workers participating in exchanges would be reduced as far as was practicable.

Studies on the application of Social Security Regulations

38. Given the importance of these provisions, the Commission considered it essential, from the outset, to monitor all developments pertinent to their application, with particular attention being paid to social security protection, as it was in this sphere that problems were considered most likely to arise.

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(1) Articles 48, 49 and 51 of the Treaty.

39. Such problems were in fact revealed during the initial phase of the Programme, but the Commission was somewhat unclear as to their precise nature and indeed to what extent they were creating barriers to the effective implementation of exchanges.

Accordingly, two Studies (1) were commissioned in 1980 and 1981 with the objective of summarising existing Member State Social Security Legislative provisions and, at the same time, recommending what further action, if any, was required to provide the necessary level of Social Security Protection to Young Workers participating in the Programme.

While some of the issues raised in the reports served to highlight the complexity of the problem, they had also the effect of focusing attention on the question of whether the provisions of Articles 5 and 7 of the Council Decision were specific enough in the requirements laid down on each Member State in the area of social security protection. The following are some examples of the variations in social security protection applicable to young workers participating in the Programme: -

- participants in insurable employment or in receipt of unemployment benefit immediately prior to an exchange, who took up insurable employment during the period of the exchange, were adequately covered for social security protection during their work period abroad as well as on return to their country of residence. In effect, these workers were in a position to benefit from the provisions of Regulation (EEC) N° 1408/71 of the Council, further reference to which is made below;
- participants who were not insured immediately prior to an exchange and who took up insurable employment abroad were likely to face a short period of inadequate social security cover before coming into benefit;

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(1) "2nd Joint Programme for Exchange of Young Workers - application of Social Security Regulations" (Germany, Belgium, France, Italy and United Kingdom), Author L. Froidmont;

"2nd Joint Programme for Exchange of Young Workers - application of Social Security Regulations" (Denmark, Greece, Ireland, Luxembourg, Netherlands), Author M. Meyer.

- for participants who took part in exchanges not involving a period of insurable employment, the duration of the exchange, together with their status in their country of residence, were factors which determined whether any social security problems arose, e.g., for participants who were not insured immediately prior to an exchange, it was sometimes necessary to take out a form of personal insurance cover; on the other hand, for participants who were insured before commencing a short-term exchange, problems of social security protection were unlikely to arise etc.;
- for participants not in a position to take up immediate insurable employment on return from an exchange, difficulties were sometimes encountered vis-à-vis entitlement to unemployment benefit. Indeed, this represented the most frequent type of problem which arose and, as is referred to below, was a source of concern to some participants before embarking on an exchange programme.

40. Given the diversity of participant status within their countries of residence, together with the fact that the nature and content of the exchanges undertaken were widely varied, it was not unexpected that difficulties would present themselves in the field of social security protection. When taken in conjunction with the different legislative provisions within the Member States themselves, the complexity of the problem became all the more evident and it was therefore suggested in the reports that reference to the Community provisions on social security should be made as a means of determining whether some of the existing difficulties in the field of social security protection could be resolved.
41. While it was pointed out by the authors that the incidence of problems concerning social security protection was not of significant proportions, the Commission was, nevertheless, concerned to develop a structure which would provide effective guarantees of social security protection for all persons participating in exchanges under Article 50 of the Treaty.

#### The Administrative Commission on Social Security for Migrant Workers

42. Being entrusted with the task of monitoring administrative questions and points of interpretation arising from the provisions of Regulation (EEC) N° 1408/71, the Administrative Commission on Social Security for Migrant

Workers (1) represents a body of experts closely associated with the implementation of Article 51 of the Treaty concerning social security provisions relating to the freedom of movement for workers within the Member States.

Following a series of preparatory discussions, the Commission submitted to the Administrative Commission a detailed analysis of the position as it had evolved to date and sought its advice on the general lines on which it might proceed in this matter.

During its 188th to 190th meetings held in 1983, the Administrative Commission discussed the position in depth with a view to establishing a possible framework within which an adequate level of social security protection would be afforded to all persons participating in the Programme.

Concluding its deliberations on the subject in October 1983, it made the following observations -

- both from the submissions of the Commission and from the discussions held within the Administrative Commission, it emerged clearly that young persons participating in the Programme could be divided, from a social security viewpoint, into 2 distinct groups :

- (a) those who are workers within the meaning of Regulation 1408/71, and

- (b) those who are not workers within the meaning of Regulation 1408/71.

#### Workers within the meaning of Regulation 1408/71

43. For participants who are workers within the meaning of Regulation 1408/71, the text of Article 5 of the Council Decision establishing the Programme was clearly of importance. To ensure, therefore, that the provisions of this Article covered social security protection, it was recommended by the Administrative Commission that its text be amended to include reference

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(1) Established under the provisions of Article 80 of Regulation (EEC) N° 1408/71 and made up of Government representatives from each of the Member States assisted, where necessary, by expert advisers. A representative from the Commission attends the meetings of the Administrative Commission in an advisory capacity.

to Articles 48, 49 and 51 of the Treaty with no distinction being drawn between long- and short-term exchanges. The revised text adopted was as follows :

"Young workers participating in training programmes organised under this Decision shall benefit, within the framework of existing legislation, from a system as favourable as that introduced under Articles 48, 49 and 51 of the Treaty to bring about freedom of movement for workers who are nationals of Member States".

44. It was important to look at the Programme in the context of Regulation 1408/71 and the Administrative Commission emphasised the fact, therefore, that it specifically applied to participants who are workers in relation to the risks against which they are insured. The Regulation merely coordinated the differing national social security systems within the Member States in the sense that it linked these systems together with the objective of protecting workers moving within the Community.

It did not attempt to amend the content of existing systems of national social security legislation from which it followed that, if the legislation of a Member State did not cover certain categories of workers, or if it only covered them against certain risks, this could not be amended or remedied through the Regulation.

45. The Administrative Commission went on to explain that Articles 13 to 17 of Regulation 1408/71 outlined the legislation governing the migrant worker in matters of social security which, as a general rule, was the legislation of the country of employment. Special provisions in the Regulation governed the case of workers whose particular nature of employment rendered the strict application of this general rule impossible while a number of exceptions were provided for in Article 14. Most importantly, however, Article 17 provided that -

"two or more Member States, the competent authorities of those States or the bodies designated by those authorities may, by common agreement, provide for exceptions to the provisions of Articles 13 to 16 in the interests of certain categories of employed or self employed persons, or of certain such persons".

The issue posed by the Administrative Commission in the context of Article 17, therefore, was to determine whether it was in the interest of these worker-trainees to become subject to the legislation of the host State or to remain subject to the legislation of the State of residence. Given the limited period of time spent abroad during exchanges, it was generally agreed that the latter represented the more favourable option.

It was in fact possible, under the provisions of Article 17 of Regulation 1408/71, to conclude a multilateral agreement which would guarantee general and uniform application of a provision whereby the legislation of the country of residence would remain applicable throughout the duration of the exchange. Indeed, the Administrative Commission pointed out that the inclusion of such a provision in the Regulation would ensure that the worker-trainee, provided he is insured against the risk of unemployment in his country of residence, would receive on his return from an exchange benefits in accordance with the legislative provisions of that country.

#### Workers not within the meaning of Regulation 1408/71

46. For participants who are not workers within the meaning of Regulation 1408/71, the Administrative Commission pointed out that the objectives of coordination, which constitute also the limits of coordination, do not permit the extension of this Regulation to cover persons who are not insured. However, they emphasised the necessity to examine the possibility as to whether national measures could be taken which would have the effect of "neutralising" the period of training spent on an exchange and of removing some of the difficulties concerned with the conditions for registration with the Employment Services imposed by a number of Member States.

### Summary and Conclusions

47. Viewing the overall developments to date in the context of the objectives of the Programme, the Commission is of the view that the recommendation of the Administrative Commission concerning the modification of Article 5 of the Council Decision is of considerable importance in that it clearly associates the Programme with the Treaty provisions relating to the freedom of movement for workers, in particular the Article 51 provisions concerning social security protection.
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For participants who are workers within the meaning of Regulation 1408/71, the conclusion of a multilateral agreement under Article 17 would have the effect of ensuring that the legislation of the country of residence would continue to be applicable throughout the duration of the exchange and would considerably reduce the administrative complications involved. However, given the limited number of participants at present affected, it is unlikely that such an agreement would be concluded on a multilateral basis for some time to come.

For participants who are not workers within the meaning of Regulation 1408/71, the Commission is concerned to ensure that they are afforded an adequate level of social security protection. Accordingly, a number of options are presently under consideration including the possible inclusion of a further provision under Article 5 of the Council Decision to the effect that such participants would be assimilated, for social security purposes, with persons undergoing vocational training courses in their country of residence. While this may necessitate legislative changes at national level, it is clear that special measures are required to protect this particular category of young worker and it is the Commission's view therefore that a provision of this nature, or a modification thereof, should be considered for inclusion under Article 5 of the Decision.



48. Referring to the overall provisions of the Council Decision, it is important to emphasise that the responsibility for the provision of an adequate level of social security protection does not rest with the young worker in view of the fact that the conditions laid down in Article 2 are the sole criteria applied to determine eligibility for participants.

For its part, the Commission is concerned to ensure that all social security problems affecting young persons participating in the Programme are resolved as far as is practicable and, while the incidence of such problems is not yet of significance, it is probable that further measures will become necessary if the programme is to expand to a level consistent with the objectives of Article 50 of the Treaty.

49. While it may be appropriate at a later stage to consider the introduction of a separate Regulation concerning social security protection, the Commission considers that, in the context of the present position, the modifications to Article 5 suggested above would represent an important advance in this area.

The development of a system of Training Leave, reference to which is made in Part V, is also clearly of importance in the context of social security protection and indeed serves to highlight the complicated structural difficulties which must eventually be resolved if the Programme is to operate in the framework of the complete freedom of movement of workers throughout the Member States.

PART V

PART V

THE CHALLENGES AHEAD

50. In welcoming the United Nations' declaration of 1985 as International Youth Year, the Commission fully shares the commitment contained therein to the three objectives of participation, development and peace. Viewed in the context of the very limited exchange opportunities which exist today, however, there is now a clear obligation on the Member States themselves to participate more actively in the development and implementation of an exchange policy which would go some way further towards achieving those aims.

It is neither desirable nor feasible for the Commission to continue bearing much of the responsibility for Youth Exchange within the Community and 1985 should be seen, therefore, as the year in which Member States began to play a more positive role in this field.

51. However, given the experience of the Young Workers Exchange Programme over the past 20 years, but more particularly throughout the life of this Programme, it has been clearly illustrated that the implementation of exchanges on a wider scale necessitates the development of a more structured administrative network at European level backed up by greater financial support from the Member States.

The organisation of exchanges, whether bilateral or multilateral, involves a great deal of planning and coordination which is not helped by the continued existence of "administrative barriers" some of which have already been referred to in the previous chapter on social security protection.

52. Nevertheless, while these barriers must be broken down if the Community is to create a situation in which exchanges can take place more freely, there still remains the more basic problem of establishing a Training Leave Structure within the Member States themselves. At present, and this has been borne out in a recent study commissioned under the Programme (1), this structure is still at a very early stage of development.

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(1) "Training Leave in the European Community - study on the possibilities of extending training leave to Young Workers participating in the Young Workers Exchange Programme under Art. 50 of the Treaty."

Consequently, it has proved exceptionally difficult to encourage employers to participate in the Programme given the fact that they are not generally obliged to release their young workers on training leave within their country of origin.

Ideally, exchanges should form an important integral element in a training leave structure, thereby complementing a young worker's release from his employer with an experience of working conditions in another Member State.

Under the terms of its communication on vocational training policies for the 1980's, the Commission proposes to further review, in cooperation with the Social Partners, the present position as it relates to training leave provisions and it is hoped, therefore, that this will focus greater attention on the special difficulties presently being experienced in the exchange field.

53. There are many challenges ahead therefore, in realising a situation in which wide-scale exchanges could take place within the Community. For the Young Workers Exchange Programme, the efforts of the past 5 years have been particularly fruitful, not only because of the very high level of commitment given to it, but also because of its real achievements.

From the Commission's viewpoint, despite the difficulties which lie ahead, there are strong grounds for optimism and it is felt that a renewal of the present Council Decision, incorporating a number of the proposals outlined in this report, would afford it the opportunity of taking the development of the Programme a stage further over the remainder of the 1980's in line with other initiatives likely to be undertaken in this field.

54. Given that the provisions of Article 12 of the present Council Decision stipulate that the Council, acting on a proposal from the Commission, shall review this Decision not later than 30 June 1984, the Commission is presently finalising its proposals for the future development of the Programme over the period 1984 to 1989.